

1897

ANNUAL REPORT

...OF THE...

STATE HEALTH OFFICER.

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EXECUTIVE OFFICE
STATE BOARD OF HEALTH OF FLORIDA.
JACKSONVILLE, FLA., March 3, 1898. }

HON. W. D. BLOXHAM, Governor of Florida,
Tallahassee, Florida:

DEAR SIR—Enclosed you will please find my Annual Report to the President and Members of the State Board of Health for the past year, also a formal letter of transmittal from the President, Mr. W. B. Henderson, both of which are respectfully submitted to you.

Trusting that you may find the Report sufficiently perspicuous, I am,

Very truly yours,

JOSEPH Y. PORTER,
State Health Officer.

To His Excellency,

WILLIAM D. BLOXHAM, Governor of Florida,
Tallahassee, Florida:

SIR—In transmitting to you the annual report of the Executive and State Health officer of the Board, for the year 1897, in which the work of the Office and the efforts of the Board in behalf of the health and lives of the people of Florida are clearly and concisely set forth, I desire to especially invite your attention to, and to emphasize the fact of, the fulfillment by the Board of its pledges made to the citizens of the State, and the ocular demonstration of the same during the past year, in the exercise of a vigilant supervision and health protection against contagious disease invasion.

Since the organization of the Board, in 1889, only two occasions have arisen in which it could be shown that epidemics could be prevented in the State by a firm and conservative administration of prudent and sufficient laws. In 1896, at Key West, when small-pox was discovered, after having prevailed for over a month, during which communication had

been free and unrestricted among a class and race proverbially subject to its destructive ravages, stringent measures, humanely but thoroughly enforced, had the effect of completely eradicating the contagion, with the occurrence of but a few cases, considering all the circumstances, within a few weeks from the date of discovery. In 1897, when yellow fever threatened the State at its southern seaports by reason of extensive prevalence at Havana, and on the western confines as well, where it crept slowly nearer and nearer until it was throughout the whole lower portion of Alabama and prevailing epidemically at Flomaton, a town jointly in the States of Florida and Alabama, when the State somewhat nervously awaited further developments, yet there it was stopped. With the sole exception of a case in Pensacola, and a few among the soldiers at Barrancas, a military post eight miles distant, there were no other cases of the disease in the State. It is proper comment here that these cases have not as yet been traced to any infection introduced, nor has it been ascertained that the parties affected were out of the limits of Escambia county for months before their illness. In this connection it is gratifying to note that the occurrence of these cases did not give rise to any fear on the part of the people of the State, and there was no disposition manifested to place in operation those agencies begotten of fear; on the contrary, the health authority received the hearty support of the entire State. Florida had no shot gun quarantines this past year; when once within the State lines communication was unrestricted and free. This seems to establish the fact that it is possible with vigilance to prevent the entrance of epidemic disease; and, further, in the exercise of judicious measures, to control contagious disorders and avert their extensive prevalence. We may never expect disease to cease to afflict the human family, or man to reach such a state of discernment as to see into the future, and guard effectually against what may happen, and there always may be need of sanitary laws, hospitals, quarantines, and the many charitable organizations which philanthropy influences in behalf of suffering humanity. Still the study of the nature of diseases, their propagation and spread, has by experience revealed many protective measures, calculated not only to cut short attacks, but also to prevent the same, and to suppress a spread or tendency to become general.

It is to be regretted that the expense attending Inter-State Quarantine measures was somewhat heavy, due to a total lack of assistance on the part of our neighboring State to confine the fever in its border and prevent its spread beyond the State

line of Alabama, yet it is a fact that the amount expended in Inter-State Quarantine Service would sink into insignificance besides the hundred of thousands of dollars which would have been lost to the State had yellow fever gained an entrance and prevailed as an epidemic, to say nothing of the many valuable lives which might have been sacrificed.

The Maritime Quarantine System of the State now being self-supporting, and at no tax to the people of Florida, it is hoped that there may be no further discussion of the expense of this division of the State Health Department by those few who do not favor State health management. Nothing will be gained by surrendering this branch of our protective system to the care of others; and, on the contrary, very much is likely to be lost of the confidence now entertained by the people of our seacoast cities, who seem now to be perfectly satisfied with the supervision exercised by the State Board of Health. The principal opposition to State control comes, as far as I can learn, from the shipping interests of a few in the State, and from foreign ship owners, who seek our trade but expect no restriction against threatened disease importation, nor wish to bear any portion of expense attending such protection. The experience of the past in regard to the conduct of health affairs by the Marine Hospital Service, whenever that service has been placed in full control and with undivided authority, has not in my mind warranted such confidence in the methods pursued as to wish for that control to be still more extended. The disastrous epidemic of yellow fever in Tampa, in 1887, and in Jacksonville, in 1888, is directly traceable to careless administration of the Egmont Key Refuge Station in 1887, when under an officer of the Marine Hospital Service. Infection from personal effects and bedding of those who had yellow fever at Egmont Key was then conveyed from the said Refuge Station to Tampa. If the Marine Hospital Service was not directly chargeable with the introduction of yellow fever into Brunswick, Ga., in 1893, as its officers deny, it certainly stands convicted with seemingly contributory negligence in the matter of quarantine management at that port, for an Officer of that Service was in charge at the time of the outbreak and an acting officer just prior thereto. Great stress is laid upon the fact that there is no evidence of the introduction of yellow fever into Mississippi through the Ship Island Quarantine Station, because of the inability to locate the particular case from Ship Island which served as a starting point. Up to this time this may be possible, but is no argument against such a possibility; indeed, this is the general opinion, except among a few who are personally interested in proving differently, and it is

a fair presumption that Ship Island was the source from which yellow fever was introduced this past year into this country.

In June of last year a Cuban family was, by the Marine Hospital Service, acting as United States Supervisor of travel at the port of Havana, permitted to leave that point for Fort Meade, Florida, and within a week after arrival small-pox developed among the family. Had the history of this family, their residence in Cuba, and environment prior to their leaving Havana been acquired before they left Havana, information such as was gained after their arrival and development of the disease, and the investigation which followed, it is thought that they would not have been allowed to leave until each member had been successfully vaccinated and kept under observation, thus avoiding a monetary expense to the State of Florida, and much uneasiness among the people of that locality where they had settled. These facts are mentioned because at the present time there seems to be a disposition on the part of Congress to obliterate all State Health control and to convey the health powers of the State to the jurisdiction of the Marine Hospital Service. The people of Florida should protest against this arrangement because alike detrimental to their health and commercial interests.

The State Board of Health having been called upon to defend an enactment of the last Legislature, by testing the validity of the same in court—which involved some twelve hundred dollars expense—I respectfully request that you will make such recommendation to the next Legislature as will remedy the defect and reimburse the Board for the litigation, which was none of the Board's seeking.

Before closing this letter of transmittal, I wish to express my approval of the work of the State Health Officer, and his associate officers, during the year, and to compliment them in their efforts to maintain a high degree of excellence of health in the State, and especially for the success which crowned their untiring and sleepless vigilance in securing to the people of Florida an exemption from threatened disastrous disease and destructive commercial misfortune, which would have followed therefrom.

My associates of the State Board of Health join me in expressing our grateful thanks to you for the prompt and generous support which you have accorded the Board, both in your official capacity and as a citizen of Florida.

Very respectfully,

Your obedient servant,

W. B. HENDERSON,
President State Board of Health.

To the President and Members of the State Board of Health of Florida:

GENTLEMEN—Herewith is presented for your consideration a chronological review of the work of the office of the State Health Officer for the past year:

GENERAL HEALTH.

The general health within the State was above the average, according to reports of the County Sanitary Agents of the Board, and from views of numerous practitioners of medicine it appears that there was less sickness prevailing during the past year than in former years, and of the cases there was less mortality. The Board is advised monthly, and sometimes six and seven times during the month, by seven hundred physicians of the State. Especial attention has been called to the fact that malarial ailments were far less frequent, and to such a marked degree has this been the case that it has called forth comments from citizens residing in sections having a general reputation for like disorders, which are yearly expected in the late summer or early fall.

The mortality of the State from statistics furnished the Board was 4,123; being 12.16 to 1,000 of population. The number of births was 6,754, and the number of marriages 4,611.

Concerning the special diseases of a contagious nature engaging attention.

Diphtheria has been reported at Jacksonville, Tampa, Seffner and in Gadsden county. A case appeared at Jacksonville in June, having been brought from New York on one of the Clyde ships. The vessel was duly inspected at Mayport, where the disease was discovered on board, and when the city was reached the City and State Health Representatives took charge of the family. There was no spread. Another case was reported at Jacksonville, in September, which was also promptly controlled. The fatal case at Seffner, Hillsborough county, was another isolated instance, as were the two later reported at Tampa. Much throat trouble was reported from Gadsden county in August ere it was thought that this disease had gained a foothold. The assistant State Health Officer was dispatched to the affected localities, where his visit tended to promote the necessary precautions, and to allay the apprehension, and shortly after his return the affair quieted down and was soon lost sight of.

Scarlet Fever was reported from Jacksonville, DeLand, Sanford, Orlando and Green Cove Springs. At none of these

points was there extended prevalence of the disease, the several outbreaks being confined to the immediate households. At the request of the city authorities of Green Cove Springs, the State Health Officer dispatched the Agent in and for Duval county to that place to assume control and institute proper precautionary measures—there being no State health representative in Clay county. These cases of scarlet fever occurred at Jacksonville in January and March, at DeLand, January, at Sanford and Orlando in February, and at Green Cove Springs in July.

Small-Pox—Scattering cases of small-pox continued to be reported in Escambia county until August, when, with one or two exceptions, the disease ceased. The State Board of Health at that time assumed charge in Escambia county, under a provision of the Legislative enactment, and it is left to the opinion of the reader whether this fact bore any considerable influence upon the cessation of small-pox in that section of the State, or whether the destruction of the infection was due to natural causes of heat, and the protection afforded by extensive vaccination; or, as it is very probable, to both. On June 7th a telegram from the Agent of the Board for Polk county at Bartow informed the office at Jacksonville of the existence of small-pox at Fort Meade in a Cuban family but recently from Havana. An immediate investigation disclosed the following facts: A family of three left Havana on May 22d, and having the certificate of the United States Marine Hospital Sanitary Inspector at that port that they were immune to yellow fever and small-pox, and that their presence threatened no danger from these diseases, they were passed by the officer of the Tampa Bay Quarantine Station and landed at Tampa, from whence they proceeded to Fort Meade, Polk county. The first appearance of the disease was in the person of the younger female—there being a mother, a daughter and son. This girl, Leonor Reyes, single, age nineteen or twenty-four (the statements differ) was taken sick at Fort Meade on June 3d and was diagnosed as small-pox on June 5th. The Mayor of Fort Meade apprised the State Board's County Sanitary Agent of the matter, and he at once visited Fort Meade, taking vaccine virus with him, and it was from this representative of the State Board of Health that the officer learned of the matter. The law prescribes that such cases shall be reported by wire by the attending physician. This Doctor Barnett omitted to do, nor did Dr. Wilson, the Agent, use the telegraph. His written communication reaching the office the day before the Board assembled it was impracticable for the State Health Officer to

at once proceed to Polk county, which however he subsequently did. Doctor Wilson promptly met the demand upon his skill and good judgment, and though his home and place of business was Bartow he at once left for the scene of the trouble, and remained there for days at a time, proceeding step by step with a most commendable good judgment and decision. The sick one was separated from the other inmates of the house, who were also segregated and looked upon as suspects. There being no other house near the one in which the girl was taken sick, she was not removed, a guard being stationed on the premises and the physician treating the case directed and agreeing to attend to no other cases, while vaccination of all citizens was made obligatory by the town council. To evidence the unfavorable conditions confronting the State Health Official in this instance it might not be amiss to quote the following from the report of the Agent, Dr. Wilson, made at the time, when writing of the crowded condition of Fort Meade.

"Cubans are coming to Fort Meade from Havana every few days, and they are living in crowded houses when they get here. A small cottage built for a family of five is now occupied by thirty-eight Cubans and other houses are equally crowded."

The patient was treated in the house where she was taken sick, while eight "suspects" were placed under a guard in a detached house. The question at once arose as to what to do with them should (as was very probable) any of them develop the malady, as there were no vacant houses in town. In fact later (June 20th) a case did develop among them, and again on June 25th there were two more cases, and on June 30th still another, but by that time matters were very much systematized and tents were employed. The first case died on June 13th and the second on June 22nd. After the death of the two patients, with the object of curtailing expense, the house was fumigated and the suspects were moved in. The trouble continued to demand much attention, though without the appearance of other than the cases already named, until August 1st, on which date the last suspect was discharged, and the disease declared to be eradicated. No little trouble was encountered by reason of the ignorance of the Cubans of good old Anglo-Saxon, and it was not until about the middle of June, when a Mr. Haws, an American, kindly volunteered to act as nurse, that this source of difficulty was overcome. At one time much annoyance was occasioned by the physician who had treated the first case, and subsequently been placed in charge of it and the second case, with the understanding that

he was to remain away from his other practice, growing contumacious and leaving the prescribed limits to mix with the people of the community, almost creating a riot. Dr. Wilson promptly had him arrested, and placed him under guard until he came to regard the matter as at first, and renewed his assurance of good faith, when he was released. During the investigation of the first case it was ascertained that prior to leaving Havana she had a little brother and sister who died from this cause. The Medical Officer at the Tampa Bay Quarantine Station in making his report stated that she had passed his examination on May 23rd without exhibiting anything suspicious, and that she was possessed of an acclimation certificate in due form. The certificate given her affirmed that she was protected from small-pox by a successful vaccination, and by revaccination on May 12th.

In this connection the following letter is reproduced:

"HAVANA, CUBA, June 15th, 1897.

"My Dear Doctor Porter:

"Your favor of the 8th instant is received, and I am very sorry to learn that you have a case of small-pox at Fort Meade. Leonor Reyes was vaccinated in this office twelve days before she left here with virus furnished us twice a week by the National Vaccine Establishment, Washington, District of Columbia. One week after the first vaccination she was vaccinated again. Primary vaccination had been successful many years before. Everything has been done which seemed necessary and according to our instructions. A number of cases of a second attack of small-pox have come to my knowledge during this last epidemic; and not many days ago a Notary Public died of a third attack of small-pox in Guanabacoa. We have been just as particular and careful as possible, and Dr. Brunner thought when he came here that we were unnecessarily rigid. I have all the time been afraid that some such case as that of Leonor Reyes would happen, and almost wonder that cases have not happened before among the thousands that have gone to your State during this epidemic. I have even been afraid that those who have had the small-pox would have a second attack after their arrival among you, for you know that a little African blood renders persons all the more liable to small-pox.

"Very sincerely yours,
D. M. BURGESS."

The disease was also reported from Pensacola, Bagdad (Santa Rosa county), Fort Meade (Polk county), Sanford (Orange county), Chattahoochee (Gadsden county), Sneads (Jackson county), Crestview (Walton county), Lexington (Alachua county) and Point Washington, Freeport and neighborhood (Washington county). A case was reported at Braidentown, in November, and your State Health Officer being at Port Tampa, but thirty miles distant across the bay, he at once proceeded to the bedside of the patient, who was found to be suffering from chicken and not small-pox. As soon as the information of the suspected case at Chattahoochee reached the office, the State Health Officer not being able to go personally, the Assistant State Health Officer was directed to proceed there and assume control, where he was later joined by the State Health Officer. The proximity of the State Insane Asylum aroused anxiety for a while, as it was feared some communication might have been had with the institution before the disease was recognized, and every precaution was taken to protect these helpless charges of the State. The Board had for years been furnishing the medical officer stationed there with vaccine, and most of the inmates were protected, and those not yet vaccinated were at once inoculated. There was no extension of the disease at this point. While speaking of small-pox in West Florida it may not be amiss to allude to the extreme caution evinced at all times by the Superintendent at the institution above mentioned to preclude admission of the dreaded pest, and his course, at one time, of segregating all new-comers from Pensacola and Escambia county (where small-pox prevailed for an extended period) in tents, cannot be too highly commended as the act of a careful and conscientious custodian of a sacred charge. The case at Lexington, Alachua county, was reported while the State Health Officer was in Pensacola in charge of Inter-State Quarantine matters, which point he could not well leave, and accordingly Dr. J. L. Horsey, the Assistant State Health Officer, was wired to go there instantly. What apprehension was felt regarding a spread of the disease from this case arose from the fact that the man stricken was in charge of a convict camp, and it was expected other cases would appear among the prisoners. Vaccination followed as usual, with isolation and other precautions, and no other case was reported. This instance, like the others, created anew the demand for vaccine virus, and the Board was again enabled to very generally extend its anti-small-pox crusade by means of this preventive. The Assistant State Health Officer was compelled to travel to this county on two occasions in connection with this case.

The cases at Bagdad, Santa Rosa county, were controlled by the County Commissioners, assisted by the Board's local agent, Dr. C. E. McDougall. They were traced directly to Pensacola, where the disease then existed, as elsewhere noted. The case at Sanford was a railroad employee, who was taken care of by the local authorities, aided by the agent of the State Board of Health for Orange county. The outbreak in Washington county, which is not yet controlled, has been traced to Alabama, where there are several small-pox infested localities. It is hoped that there will be no extended prevalence of the disease in this section, nor is it probable; the districts where the several cases now are being obscure and remote and but sparsely settled, and every precaution known to the sanitists is being applied.

Thus prompt isolation and vaccination confined the disease, as the guarding of the premises and the strict observance of quarantine prevented its spread much beyond the original sources of infection. Advantage was taken of these incidents to urge the importance of vaccination as a preventive measure against small-pox, which the citizens of Florida were quick to avail themselves of, especially as the State Board of Health donated the vaccine virus.

In connection with the management of the cases at Fort Meade too much praise cannot be given to Dr. Wilson and Dr. C. L. Mitchell, a practitioner of medicine at Fort Meade, for the loyal devotion which they paid to the cause of sanitation at Fort Meade, and particularly is the former in his work in the care of the unfortunate sufferers and in measures of prevention to be especially commended. As Dr. Wilson devoted the major portion of his time to carrying out in detail instruction and advice of the State Health Officer, by reason of which, and the peculiar nature of his service, his practice was neglected, and serious monetary loss incurred thereby, it is earnestly recommended that the Board besides expressing commendation of Dr. Wilson's efforts, recompense him in an adequate and substantial manner. The State Health Officer made several visits to Fort Meade and was well satisfied with the strict attention to every detail in the management of these cases, and the ready compliance of the citizens of the town to all needful requirements. The patients were indigent and the town of Fort Meade, represented by the mayor as financially embarrassed and totally incapable of caring for these cases of contagious disease, the expense incident to this outbreak was assumed by the State Health Officer on the approval of the President of the Board. The expenditure was \$828.53, which

included purchase of tents, guards, nurses, medicine, partial medical attendance and food, and two burials.

YELLOW FEVER.

Yellow Fever was reported at Pensacola (one case) and at Fort Barrancas, a military post eight miles from Pensacola, there were five cases. Though the disease prevailed extensively elsewhere in the South, these were the only cases in Florida. It is true that early in July a report reached Jacksonville that there was yellow fever in Tampa, but the report was promptly investigated and proved to be false. A similar canard respecting Key West became current in Miami in August, which was quickly shown to be untrue and shortly forgotten.

On the 14th of November while in Tampa, in consultation with the President of the Board, the State Health Officer was notified by wire of the existence and almost immediate death of a case of yellow fever at Pensacola. Returning promptly to Pensacola and investigating the circumstances connected therewith the following announcement was made:

"PENSACOLA, FLA., November 16, 1897.

"To the Public of Florida:

"The State Board of Health of Florida has always been honest with the public, has never juggled with facts, nor dealt in evasions, therefore it seems proper that when a death from yellow fever is announced from Pensacola that a statement of facts as made known to the State Health Authorities should be given to the citizens of Florida. The State Health Officer has been in Pensacola since September 15th, with the exception of a short trip to Jacksonville, returning on the 7th of October and remaining continuously until the 11th of November, during which period there had not been reported to him any case of sickness which might be in anywise considered suspicious or as eliciting inquiry. Indeed, there has been a marked diminution of sickness of even malarial character during the present autumn. The decrease of the fever in the neighboring States and the occurrence of frost and frosty weather thereat warranted the assumption that within a few weeks all restrictions of travel and commerce between what has been considered yellow fever infected points and Florida could be safely removed. In pursuance of that contemplated event the State Health Officer left Pensacola on Thursday morning, the 11th instant, going directly to Tampa to consult with the President of the State Board on important matters

connected with the financial and other management of the protective measures which had been instituted in the State the past sixty days. At Tampa on the 13th, the State Health Officer was urgently requested by wire to go to Braidentown, Florida, to determine the nature of an eruptive disease, the existence of which was alarming the people in that and neighboring settlements, and causing much excitement. This trip was made as rapidly as possible in order to return to Pensacola without undue or prolonged absence from that point. Arriving at Port Tampa late Sunday evening, (the 14th instant), the State Health Officer was met by a telegram announcing a case of yellow fever in Pensacola, which had been sick seven days. The train for the north had left and the telegraph office was closed, therefore a departure that night was impossible. The next morning it was learned by wire through the Hon. W. K. Hyer, agent of the State Board of Health at Pensacola, that the case and death from yellow fever at Pensacola was that of a patient of Dr. Frank G. Renshaw, by the name of Goldberg, a Polish Jew, a dealer in second hand shoes, that he had been in Pensacola since July, that he had died the previous day, and that a post-mortem made in the presence of Doctors Simpson, Anderson, Herron, and R. W. and J. W. Hargis, confirmed the diagnosis of yellow fever, previously made before death. Since arriving here tonight, information obtained that the theory of infection by the local profession is from a consignment of old shoes from New York, brought from some vessel there. The State Health Officer had had no time as yet to investigate this case, but desires to say that before he left Pensacola no hint of the nature of this man's sickness was given him, and further a telegram on Friday (12th) from the Hon. W. K. Hyer, the State Board's agent in Pensacola, apprising him of the serenity of the health situation in connection with Pensacola and the health protective measures practiced for the prevention of the introduction of yellow fever in the adjoining States; therefore the case was not reported to the State Health Officer until seven days after seizure, and just prior to death, and the announcement was as much a matter of surprise as cause of regret in having broken a clear record in such a manner, and through such supposed importation.

"The State Health authorities are not disposed to view with any apprehension the occurrence of this case at this season, and further that as no other cases have occurred, and as all proper and needful precautions have been taken to secure the destruction of the infection and prevent its transportation, it is not deemed necessary at this time to place any embargo on

travel or commerce against Pensacola, or will any such instructions be permitted in Florida until something in the future should make it necessary."

The above statement was given to the public on arriving at Pensacola at 11 o'clock, the night of the 16th, and appeared in the press of the country the following morning. On the next day, the 17th, active measures were instituted to determine if there were any other cases or any suspicious cases of fever in the city, and as rapidly as possible a house to house sanitary canvass was made resulting negatively and allaying some of the uneasiness felt by those who best understood the history of this insidious foe. From the 17th to the 26th—for the protection of the rest of the State, and to lessen a desire on the part of some localities to resort to a quarantine against Pensacola—no one was allowed to depart from this city until his past whereabouts and general good health had been inquired into and established, when "permission to leave" was given by the State Health Officer. It is not considered necessary to enter into a further explanation of these events other than to reproduce the bulletins issued at the time, which narrate the circumstances and the foregoing proclamation and that following are entirely sufficient to give a true understanding of the episode.

"PENSACOLA, FLA., November 26, 1897.

"To the Public:

"On the 16th instant the State Health Officer of Florida made a public announcement of a case of and death from yellow fever in Pensacola on the 14th instant, which although occurring in his temporary absence from that city and therefore not personally seen by him, he had no reasons to, nor does he doubt the correctness of diagnosis made in life by the medical profession of Pensacola, and afterwards confirmed by an autopsy of the patient. It has now been eighteen days since this man, Goldberg, was first taken sick, and thirteen days since he died. There has been no other case of yellow fever developed in Pensacola, and a house to house inspection, made almost daily since the death of Goldberg, had not demonstrated the existence of any disease which might be construed as suspicious of the disease from which Goldberg died. There were about twenty persons exposed by contact with Goldberg during his sickness, and after his death; all of these persons were immediately isolated from the public, and placed under guard, and of this large number of exposures no one has yet experienced a physical ailment of disability of any kind. The State Health Officer, therefore, feels fully war-

ranted in asserting that there is no yellow fever focus of infection existing in Pensacola, and he has consequently this day removed all surveillance over travel from this place.

"On the 18th instant, the State Health Officer announced to the public through the Associated Press that he had seen a case of yellow fever at Fort Barrancas, a military post eight miles from Pensacola, which within a few hours died, and the diagnosis made in life was confirmed by a post-mortem examination of the different viscera. Since then four cases of yellow fever have been seen at Fort Barrancas, in all of which the symptoms were well marked except one.

"The source of the infection of the man Goldberg at Pensacola and of the men at Fort Barrancas is a matter both mysterious and puzzling, and the connection between these cases at a distance of eight miles, has not yet been satisfactorily explained, but neither the State Health officer, nor his valuable coadjutors, the medical profession of Pensacola, despair of ultimately ascertaining and tracing the source of infection. The man Goldberg had not been absent from Pensacola since July of this year and the men at Fort Barrancas had not been away from their present environment since arriving here from New York harbor last spring. Private Kreig, the first case at Fort Barrancas, asserted before death that he had never been away from the post for three weeks prior to the 8th of November when he accompanied Private Lutz, a discharged comrade, to Pensacola. Lutz sold his kit of shoemaker's tools to Goldberg, and it is fair to presume that Krieg accompanied him to Goldberg's place of business, but it is also sensible to conclude that as Krieg was, according to his statement, in his early sickness, only in Pensacola on that date, from two to seven P. M., his stay in Goldberg's hovel was extremely limited. It is said Goldberg did not yield to his sickness until Tuesday night. Parenthetically it may be mentioned that Goldberg's former partner in the second-hand shoe business, and with whom he was more likely to be thrown in closer contact than with any other person, is a non-immune, but has not been sick. The second case at Fort Barrancas was a private who declared very positively to me that he had not been in Pensacola for six weeks, nor away from the post for three weeks. He was a member of a different company from private Kreig, and slept and ate in a different portion of the barracks building. His was a very typical and virulent form of yellow fever, ending in death on the seventh day. As information bearing on the question of transmission of the poison from Private Kreig to the other members of the command, it should be remarked that from

this hospital history it is learned that he was a clerk in the quartermaster's department, and was taken sick on the 12th in the early morning, but did not absent himself from his office duties until the same evening about five o'clock, when he was admitted to the hospital; therefore by the very nature of his employment his contact with the rest of the command must have been restricted after he commenced ailing, as he did not sleep in barracks after seizure. The State Health Officer can learn of no suspicious sickness having existed at Warrington (Navy Yard), nor can he ascertain that the post of Barrancas procured any freight or express matter from or through the yellow fever infected districts. It is also learned that great care and precaution has been taken by the commanding officer of Fort Barrancas in according privileges of leaving the post, and no passes for absence over night have been granted during the past three months. There is a theory extant as to the possible infection of Fort Barrancas, which however may be unfounded, and which the State Health Officer does not desire publicly to discuss now, without further investigation.

"It has not been possible up to this writing to trace the source of infection of the man Goldberg, nor of the cases at Barrancas. Neither can it be satisfactorily determined that the two points, Pensacola and Barrancas, eight miles intervening, had any determining influence in the matter of transmitting the disease one to the other, as the cases at both points occurred almost simultaneously, or within only a few days of each, and, in the matter of Barrancas, commenced in men who, according to their own statements, have not been away from the post for some time previous to their seizure. There has been no vessel infected with yellow fever at the Santa Rosa Quarantine Station during the summer, and therefore the germ of the disease could not have been blown across the bay, as has been hinted at by the opponents of the State's quarantine system; neither did Goldberg or any of the Barrancas command visit the Quarantine Station, nor had they left the confines of Pensacola, or of the military post of Barrancas, for five months previous to the cases in November. A careful scrutiny of the freight bills of lading at the railroad freight depot, of freight received by Goldberg for months previous to his death, failed to establish any proof or fact that his goods had been received from any infected point. On the contrary, his bills of lading only prove one point of shipment and that was New York City. Lieutenant and Quartermaster at Fort Barrancas assured the State Health Officer that

immediately upon the announcement of yellow fever at New Orleans, the depot of supplies for Barrancas was changed to New York and shipment made by water to Jacksonville, and thence by rail directly through Florida to Pensacola, and that no freight or express had been received by the post from any known or possible infected point. No discussion will here be made of the possibility of the vivification of germs of yellow fever in the old hospital torn down at the post during the early spring of 1897, nor to the general overhauling of the men's barracks and repairing of drains at the post, because the possibility of yellow fever germs surviving twenty-two years (1875, the date of the last epidemic of yellow fever at Barrancas) and during several severe winters of exceedingly low temperature for Florida is too obscure and problematical to be seriously entertained. It is to be regretted that the cases of yellow fever in Florida can not be traced to any original source of infection from without, for the weak point in the chain of defensive protection would then be shown, to be profited by in similar occurrences at some future time.

"These cases were all controlled in their inception and strangled, nor was there any disposition shown toward a spread in any instance or place, except at Fort Barrancas, where, however, the wise measures of evacuating the barracks and moving the troops into camp two miles from the post—both excellent suggestions made by the post surgeon, Dr. W. C. Gorgas, and promptly executed by the post-commander, Major McMurray—had the signal effect of arresting the spread of the fever and reassuring the command of ample protection against the possibility of the occurrence of an epidemic."

INTER-STATE QUARANTINE.

When yellow fever was first announced on the 7th of September in the neighboring commonwealths, the State Health Officer was at Key West, where he was at once apprised of the situation from the headquarters of the Board. Immediately there was placed on the western border of the State a system of inter-state quarantine. With as little delay as possible, the State Health Officer proceeded to Jacksonville and from thence to Pensacola, Fla., where he perfected the inter-state supervision of travel and freight. The State Health Officer remained in Pensacola continuously from the 15th day of September to the 11th of December, with the exception of such trips to Jacksonville and Tampa, and, towards the latter part of his stay, to Mobile and New Orleans, as were deemed essential. It would hardly seem necessary

to here enter at length into a minute account of the multifarious details in this inter-state quarantine service; suffice to say, as is stated elsewhere in this report, inspectors were placed on every avenue of entrance into the State, by road, rail and steamboat, and were continued on duty under the most vigilant supervision as could be rendered. It was endeavored at the very outset to employ only intelligent and thoroughly competent men, and particular effort was made to exclude the employment of the illiterate. It is believed, as very few reports of complaints were made against any of these attachées of the Board, that the service was conducted to the entire satisfaction of the people of the State, or at least to those who were brought into contact with this part of the personnel of the State's sanitary guard. Under the maritime quarantine system of the State the coast was thoroughly guarded during the summer season and, with this patrol on the land border of the State, Florida was entirely girdled for a period of three months with as efficient a corps of sanitary inspectors as the shortness of notice and the exigencies of the service permitted. The most detailed and complete instructions were in every instance given to these inspectors, and in consequence of the free use of the telegraph it is safe to say nothing of the hardships so widely heralded by the press of the country as occurring in other States, transpired on the confines of Florida. And the word "confines" is used advisedly, and with as much emphasis as it is possible to express, for it was only on the borders of the State—along the coast and the lines of the adjoining commonwealths—that there was any quarantine supervision. Once having entered the State of Florida through one of its ports or by rail or other method of conveyance from any adjoining State, the traveler was not again subjected to the annoyance of quarantine supervision.

As the expense of this exclusion of yellow fever from the State of Florida by the means aforesaid is discussed under the head of "Yellow Fever" and "Finances," it is not considered necessary to further pursue this subject.

MARITIME QUARANTINE.

The maritime sanitation stations operated by the State of Florida through the State Board of Health, have each been carefully managed throughout the year in the minutest detail to prevent the introduction of epidemic contagious diseases into the State, and, at the same time, foster and encourage the increasing commerce and travel coming to the State from foreign ports. This has been no easy task, for it is recognized,

and the fact has been emphasized repeatedly by the Board and its Executive Officer, that the only certain protection against disease introduction is non-intercourse with infected places. The demands of trade, however, consequent upon the development of the State has made it impossible to maintain this policy. Should an exclusive system be attempted, there will most certainly follow clandestine intercourse, and any intercourse not surrounded by rational and judicious restrictions would inevitably prove to be a source of greater danger to the lives and health of the people of Florida. By careful inspection of each vessel, and its personnel, which arrives from foreign ports, the fumigation of certain vessels, together with the disinfection of anything which may possibly act as carriers or producers of disease and the exclusion of persons from endemic or epidemic centers, non-immune to contagious disease, the Board has sought to minimize the danger of disease introduction by way of the sea, and to provide a rational and ample protective system to the people of the State. The Florida system of quarantine, or contagious epidemic disease prevention, has obtained success in preventing epidemics, by promptly surrounding those cases of contagious disease which have occurred, by inspiring confidence on the part of the citizens of the State in the sufficiency of the methods followed, by discouraging all exhibitions of fear—making panics impossible—and by securing freedom of movement and uninterrupted commercial relations within the State lines. Notwithstanding the many unjust and unmerited criticisms and false accusations directed against the Florida system by the press of neighboring States, and, particularly by the papers of New Orleans and Savannah, the fact stands out unsuccessfully challenged that for eight years under the operation of this system Florida has been free from epidemics of any kind, although maintaining by weekly communication with Havana throughout the year, and with other infected ports as well, and was enabled during the past fall when yellow fever was prevalent in neighboring States, with attendant confusion, panic and interrupted and almost entire destruction of trade, to practically exclude the disease from the State and to maintain uninterruptedly all kinds of travel within the State lines. This freedom from excitement and from commercial and personal discomfort has, it is believed, been appreciated by the people of Florida, being manifest in the confidence exhibited in the constituted health authorities of the State to successfully deal with the question especially delegated to them by the Constitution of the State, by the various legislative enactments. If the neighboring

States of the South would adopt systems of health supervision, similar in organization to that now operated in Florida, it may be asserted with positiveness begotten of experience that sufficient protection may be afforded the citizens of those States, and as well to their commercial interests, which would render unnecessary any intervention on the part of the Federal Government, except in emergencies to co-operate; and this without interference with the inherent obligation of each State to its citizens, and at less expense to the nation as a whole.

Since the legislative enactment of May last in placing all health matters and management under the direct control of the State Board of Health, the maritime quarantine of Florida has been operated at no expense to the people of the State. The revenue derived from inspection and disinfection of vessels is now amply sufficient to defray all necessary expense incident to maintaining this branch of the service in a thoroughly efficient manner. With the increasing trade on the east coast of the State, notably at Miami, it may be necessary to erect a small disinfecting plant at that port, though it is not immediately demanded by the necessities of commerce with foreign ports, and it is only now alluded to as among the possibilities of the future, which the rapid development of the State in that section may make imperative as a health protective measure.

It should be borne in mind by the public that the Quarantine Fund, however large by accumulation, cannot be used for domestic sanitary needs, *i. e.*, internal health measures, but must be held and expended *only* for purely maritime purposes, in preventing contagious disease introduction by vessels, or through marine agencies. This is a question of United States law, and not of opinion or individual disposal, and it is again mentioned that the people of Florida may not be misled or seek to divert the revenue for maritime quarantine to lessen the expense of domestic sanitation, or for suppression of any disease which may have entered the State by other avenue than through its coast line. The obligation of the State to her citizens in the matter of health supervision and control is clearly defined by the Constitution of the State (Article XV, providing for the State Board of Health), and until that clause of the Constitution is repealed the representatives of the State are not called upon to legislate, for the act originally passed provides an annual tax of one-half mill, which, if levied, would provide sufficient means to protect the health, lives and business interests of the people.

A matter of maritime quarantine management in Florida, which should not be lightly passed over, is that pertaining to

coast protective control. When it is considered that the State has twelve hundred miles of seacoast—in point of distance equal to that extending from Key West to New York harbor—it must be appreciated that to effectively guard against the clandestine visits of smugglers and other craft of like description, a swift and seaworthy vessel should be provided for this service. The west coast of Florida offers great inducement for these illegal traders to communicate with the shore, through its more accessible harbors, with better depth, than does the east coast line of the peninsula from Key West to Jacksonville. The boat heretofore provided has been a small steam launch, and it is thought that the vigilance displayed and unceasing efforts made in this direction have not been without marked benefit; the cost of maintaining the same being amply repaid by driving from the shores of the State many foreign menacers of the public health and disturbing elements of trade. While the *Germ* has probably answered quite all the purposes for which it was originally purchased when the cruising ground was limited in length and reasonably safe from danger of the elements, it is now thought by the State Health Officer that the time has arrived when the State should provide a larger, swifter and safer vessel for this quarantine service. A vessel of speed, and one which even in rough weather could go from point to point on the coast with dispatch and safety; thus supplying the coast patrol so necessary, as well as affording the executive officer of the Board a certain and safe means of reaching points along the coast not on rail or steam line, with a rapidity most essential to success with a disease which must be promptly cared for. It is earnestly recommended that the Board give this matter due consideration at this meeting, and that authority be granted for the purchase proposed. The expense incurred in maintaining a boat of the description stated need not exceed that of the one now operated, nor be any expense to the tax-payers of the State, its maintenance being from the quarantine fund, which, it is thought, will be ample for all such necessary purposes.

FINANCES.

When the Legislature last spring placed all maritime quarantine of the State under the control of the State Board of Health, and thus organized one central health government in and for Florida, with uniform rules and authority extended to every portion of the State, the opinion was confidently expressed that, as the State was thus relieved from bearing any

portion of the expense incident to maritime quarantine management, the total expenditure of the State Board of Health during succeeding years would be confined entirely to internal sanitation, such as salaries of agents in the different counties, the suppressing of cases of contagious disease which may pass over State lines, the collection of vital statistics, and the necessary expenses of record and office work. It was asserted that this expenditure would not exceed one-half of what has heretofore been the total expenditure of the Board, unless some exigency arose in the shape of some extensive outbreak of contagious disease, or an emergency requiring more than usual exhibition of caution against the introduction of such epidemic disease from without the State. Unfortunately just this very necessity arose in the prevalence of yellow fever in the States to the westward, and very materially added to the cost of maintenance of the State Health Department for the year. When the nearness of yellow fever in epidemic prevalence to the State of Florida, however, is carefully considered—a condition of affairs existing for weeks at Flomaton, Alabama, located on the immediate western border of the State—it may well be wondered that the health authorities of the State were enabled to prevent the ingress of persons who constantly sought to cross into Florida from Alabama, and who menaced the State's healthfulness both in themselves and in their household effects. Possessed of a restlessness begotten of fear, the citizens on the Florida-Alabama line were continually on the move, and it required an unceasing and ever-watchful vigilance to prevent them in their ox and mule teams and afoot, by trails and paths known only to the dwellers on that border, to enter into the settlements just inside the boundary. Nor were the efforts of sanitary patrol in this section made less difficult because of the consanguineous relationship which existed between nearly all of the people in that area, the settlements not infrequently being composed of a family closely related by marriage, disposed to shelter and to shield those of their own, even at the risk of infection. On the western border of the State, where the danger of the introduction of the fever was most imminent and direct, there were thirty-seven employed as patrolmen in Escambia county, and thirty-three men almost constantly on guard in Santa Rosa county—a service dating in various instances from three to six weeks and even longer, according as the necessity of guarding the different avenues became more or less imperative. This service alone cost \$5,657.41 in Escambia, and \$1,213.36 in Santa Rosa county. There was also the expense connected with Goldberg's case in Pensacola, in the guarding of several possibly infected premises, and the

sanitary house to house inspection of that city made in one day—\$1,048.00. At the several railroad entrances to the State from Georgia, notably River Junction, Monticello, Jasper, Folkston and Yulee, a train sanitary inspection system was enforced at a cost of \$1,281.00. The patrol in Escambia and Santa Rosa counties was partly mounted, though the greater number were foot guards. Most excellent service was rendered by this force of men, and while the orders were strict and discipline severely maintained, there were only one or two instances where force had to be resorted to. Much credit is due to Mr. D. F. Leatherwood, who was placed in the responsible position of chief patrolman for this guard on the State's western line, for the admirable management which he displayed, and for his firmness and absolute obedience to the orders given him by the State Health Officer, and which he enforced. No greater commendation of his untiring effort in the direction of State health protection can be made than to point to the results which followed. It gives the executive officer of the Board pleasure to testify to Mr. Leatherwood's ability, loyalty and obedience to instructions.

It is hoped that the success achieved by these measures in effectively preventing any disturbance to the citizens, either by travel or in commercial relations when once inside the State lines, and the reputation for general healthfulness which the State has earned by excluding yellow fever, may be thought sufficiently compensatory for the amount of money expended to gain these objects.

MEETINGS.

The Board had only two meetings during the year, notwithstanding the fact that small-pox threatened in several sections, and the yellow fever epidemic in adjoining States. The Board first assembled on February 27th, 1897, in adjourned annual session. This meeting should have been held on the 9th of that month, for which it was duly called in compliance with the law, but there being but one member present, the others being unwell, it was postponed until the 27th. At this meeting the Board considered the report of the State Health Officer for 1896, and a supplemental report of Dr. J. L. Horsey, Assistant State Health Officer, on the Escambia county small-pox situation; passed a vote of thanks to the Marine Hospital Service for the assistance rendered the Board during the small-pox outbreak at Key West, in June and July, 1896; ordered the erection of a boarding station, composed of a wharf and dwelling, at Dog Island, St. George's Sound (Carrabelle); appointed a committee to revise and codify the rules

and regulations; ordered repairs to the Quarantine Patrol steamer Germ, and gave a hearing to the President of the Escambia County Board of Health, Mr. B. R. Pitt, who came before the Board with reference to the small-pox outbreak at Pensacola, and the alleged inability of the local board to control it. At this meeting the Board also adopted a resolution governing the disposition of ballast; appointed a number of additional county sanitary agents, and directed the banking disposition of the Board's money; ordered that vaccine virus be furnished free when and where the executive officer of the Board deemed it expedient, and adjusted many matters of minor detail.

The meeting of June 9th was for the dual purpose of reorganizing the Board, the terms of office of the several members having expired, and a change made in its personnel, as well as to receive the report of the committee charged with the revision of the Rules and Regulations.

The old Board approved the minutes of previous meetings and retired; the new Board formally organized by presenting the credentials of the Hon. W. B. Henderson, of Tampa, Hon. J. B. Taliaferro, of Jacksonville, and Dr. H. L. Simpson, of Pensacola, and elected the member from Tampa President. Dr. Joseph Y. Porter was re-elected Secretary and Health Officer of the Board. Revised set of Rules and Regulations were adopted, and certain legislation affecting the State's health interest having engaged the attention of the Legislature just adjourned, the Board listened to a history of its several phases, and adopted a resolution memorializing the Governor of the State regarding public health management in Escambia county; some discussion of the water hyacinth problem on St. Johns River was brought up, and several minor matters were considered.

OFFICE WORK.

The work of the office of the Board in the matter of correspondence and clerical work increased so unprecedentedly during the year that on several occasions additional help had to be secured to meet the demands of the public in the varied information sought for in sanitary matters. At Pensacola during the period of inter-state quarantine the correspondence was unusually heavy, in letters alone amounting to fifty and sixty a day of no inconsiderable length. Added to this were telegrams of equal number and circulars, all of which were duplicated in order that a record might be kept intact and complete and ready for consultation by any one sufficiently interested in the subject. The management of the clerical

division of the Board has been under the careful supervision of Mr. Frank B. Matthews, who has also acted as private secretary to the State Health Officer, and of whose ability, carefulness and loyal devotion to the cause of sanitary science and the efforts of the Board in the health betterment of the people it is a pleasure to bear evidence.

At the commencement of epidemic prevalence of yellow fever in the States of Louisiana, Mississippi and Alabama, the Western Union Telegraph Company very courteously and generously placed at the disposal of the State Health Officer a free telegraph service to all points of the State on matters connected with health administration. This enabled the executive officer of the Board to be in almost hourly touch with his agents in the different counties and the people generally, simplifying immensely the methods of sanitary supervision, and rendering possible a prompt and efficient service, which by ordinary course of mail communication would have been one of delay and great embarrassment. And this without expense to the State! To Mr. Thomas F. Clark, the efficient and courteous Vice-President of the Western Union Telegraph Company, and to Mr. H. F. Hellings, of Key West, the likewise capable and obliging manager of the International Ocean Telegraph Company, are the grateful thanks of the Board due in behalf of the people of the State for an effective service, prompt and far-reaching, which could not have been enjoyed otherwise without their courtesy, because the State could not have afforded the expense of so much and so expensive telegraphing. It is suggested that a suitable resolution of thanks be passed acknowledging this company's kindness and generous aid to the State in its hour of need.

In recanvassing the events of the past summer and making proper and formal recognition of the assistance and courtesy received from various sources, the Board must not lose sight of the co-operation cheerfully and promptly extended by the several transportation companies doing business in the State, with whom your executive officer was brought in close and intimate association in his efforts to harmonize quarantine and commerce. The Board would fail of a proper acknowledgment of its obligations should it overlook to tender to the railway and water transportation lines its formal thanks for the confidence reposed in the Board's executive, and their ready and unhesitating compliance with his many and manifold orders regulating the handling of passengers and freight.

LEGISLATION.

In annual reports the State Health Officer has submitted for the consideration of the Board and for recommendation to the Governor for such legislative action as the lessons of the year of which he was reporting had suggested. These discussions of essential health laws have thus become a feature of the Annual Reports and the present one is no exception, for the Legislature of 1897 devoted much of its valuable time and attention to the State's sanitary interest, and the recommendations of the Board in this particular, and enacted the statutes shortly to be discussed.

In 1893 when the question of abolishing the county boards of health which had been brought into existence in connection with and as a part of the sanitary system put in operation immediately after the epidemic of 1888, and the merging of their functions under one Board was suggested, studied and finally acted upon by the Legislature, Franklin and Escambia counties were averse to the proposed change and were exempted from the action of the law, which wiped out of existence the local boards in the remaining forty-three divisions of the State. The following year, however, the Franklin County Board of Health represented that it found itself unable to meet the demands of local maritime sanitation for the want of funds and proffered its surrender to the State Board of Health. This received the Governor's sanction and upon the issuance of executive order to that effect, the State Board of Health entered upon the direct care of the public health in that county, as has already been set forth in the annual statement for that year. This left Florida with a State Board of Health in direct and immediate control of all public health matters, except as to one county (Escambia), which was still exempt and where the State Board exercised but supervisory health government. This county containing as it does the State's largest seaport with the most important (financially considered) maritime sanitation station, the largest avenue of revenue to the Florida Maritime Quarantine Service, it was urged that to enable the State Board to maintain its maritime quarantine operations for the whole State on a self-supporting basis, this county too should be under the direct charge of the State Board. Perhaps this argument, supplemented by the majority of the residents of Escambia county, who argued that the County Board failed to give the people of their county as many and great benefits in the way of health protection and promotion as was received by the other sections of the State which enjoyed the ministration of the State Board of Health, finally

won the day; at any rate there was the passage of a law turning over to the State Board of Health all the powers and functions of the Escambia County Board of Health, as well as all its properties and various other appurtenances. The whole matter centered around the question whether there was to be State or county control in Pensacola health affairs, coming to an issue before the Representatives of the people assembled at Tallahassee, and resulting as before said in the passage of the following:

"CHAPTER 4541—(NO. 27.)

"AN ACT to Repeal Chapter 4177 of the Laws of Florida, Entitled An Act Concerning County Boards of Health, and to Provide for the Disposition of Funds and Effects in Possession of County Boards of Health.

"Be it enacted by the Legislature of the State of Florida:

"SECTION 1. That Chapter 4177 of the Laws of Florida, entitled an act concerning County Boards of Health, and to provide for the disposition of funds and effects in the possession of County Boards of Health, approved May 25th, 1893, be and the same is hereby repealed.

"SEC. 2. This act shall take effect and be in full force from and after its passage and approval by the Governor. Approved June 1st, 1897."

The approval of the Governor, whereupon the Act became a law, however, but provoked further antagonism from the opponents of State supervision in Escambia county and a reference to the courts, and it was not until after several months' litigation that the State Board finally came into possession and was enabled to assume the management of the health affairs of Escambia county. This occurred on the 1st of August, since which date the State Board of Health has been in undisputed control of the public health interest of the entire State. It is here worthy of mention that this litigation to determine the status of the above law and its constitutionality involved the State Board in expense of \$1,246.00, which it was represented to the Governor was hardly a legitimate item against the State Board of Health's funds, as it was and should more properly be a charge on the judiciary department of the State, but upon his answering negatively and representing the State's incapacity to otherwise meet the debt, it was liquidated from the State Board of Health fund. This is another item of extra expenditure which the Board was called upon to meet during the year and is discussed among 'Extraordinary Expenditures' in this report under the head of 'Finances'.

In addition to the legislation concerning Escambia county health matters, the attention of our law-makers was invited to needed improvements in the Act passed by the previous session relating to the matter of nuisances. The necessary amendment was prepared by the Board's attorney and submitted to the friends of the measure at Tallahassee, by whom it was introduced and passed as follows:

"CHAPTER 4542—(NO. 28.)

"AN ACT to Amend Section 13 of Chapter 4346 of the Laws of Florida, Being An Act Entitled An Act to Define and Declare what shall be Deemed Nuisances Injurious to Health, and to Provide for the Removal Thereof and Punishment Therefor.

"Be it enacted by the Legislature of the State of Florida:

"SECTION 1. That Section 13 of Chapter 4346 of the Laws of Florida, being an Act entitled 'An Act to define and declare what shall be deemed nuisances injurious to health and to provide for the removal thereof and punishment thereof' be and the same is hereby amended so as to read as follows:

"SEC. 13. That all fines and penalties imposed by any section of this act shall be collected by prosecution in the State court having jurisdiction thereof.

"SEC. 2. All laws and parts of laws in conflict with the provisions of this act be and the same are hereby repealed. Approved May 27th, 1897."

The foregoing explanation, it is hoped, will make perfectly clear the several recent enactments.

VITAL STATISTICS.

It is hardly necessary at this time to allude to the subject of vital statistic collection in the State. It has been sufficiently dwelt upon in previous reports and the system is now so well organized and giving such perfect satisfaction that little remains to be said. If the Board will adopt a rule prohibiting any corpse to be buried or otherwise disposed of until there shall be issued a proper certificate of death, the only imperfection of the system as now conducted will be removed. This, however, is dwelt upon in its proper place, under "Recommendations," and will there be further discussed.

A reference to the Appendix containing the statistical tables and a moment's consideration of the statement that the Office of the Board is in communication with some seven hundred physicians and as many midwives, who report births and

deaths, would readily convey a proper appreciation of the amount of labor which this branch of the Board's health service entails.

IMMUNITY CARDS.

The State Health Officer several years ago proposed a system of 'Immunity Cards,' whereby the holder (who by previous attack was no longer a possible source of danger—a second attack rarely ever occurring) would be given the privilege of free travel whenever quarantine may be established. Every effort was made to popularize this public health protective measure; but little was done, however, until the announcement of yellow fever in the States west of us this past summer, when the following was issued:

"PENSACOLA, FLA., September 27, 1897.

"To the Citizens of Florida:

"It has been computed from statistics upon the subject that only one person in nine thousand may suffer from a second attack of yellow fever. Therefore one seizure may be considered as determining for all practical purposes of public safety an immunity to the disease. In 1893 the State Board of Health of Florida adopted a method for the benefit of the many thus protected, by perfecting a system of 'Immunity Credentials' by a certificate of immunity to yellow fever in the form of a card of convenient pocket book size, which attests, under the seal of the State Board of Health and the signature of the State Health Officer, that the bearer had yellow fever, with place, date and name of attending physician, together with an accurate personal description and the autograph of the bearer. These cards are numbered and registered in the office of the Board at Jacksonville. They do not, however, exempt the baggage of the holder from disinfection, should he or she have baggage from a yellow fever infected district.

"As there are now many persons in Florida having had an attack of yellow fever, who can be said to be 'immune' and protected from subsequent seizure, it is desired to invite the attention of these yellow fever 'immunes' to the great personal benefit which the possession of the cards herein described confers, as giving freedom in travel in yellow fever districts (without baggage, of course, or baggage which has been disinfected). The identification of the party holding such card can always be established by comparing his or her signature, and by telegraphic or other reference to the office of the Board at

Jacksonville. This subject has been taken up with the Boards of Health of the Southern Gulf States, and already very encouraging replies promising cooperation have been received.

"There is no charge for these 'Immunity Cards,' nor for any health certificates issued by the State Board of Health of Florida. The proof of having experienced an attack of yellow fever must be substantiated by indisputable evidence before an 'Immunity Card' will be issued."

with the result of enrolling on the office records quite an additional number of immunes. It is hoped to materially further this scheme the coming spring and summer. Unfortunately it is only when epidemic disease threatens that the public can be brought to give these matters the attention they demand. One has only to interview a travelling man, possessed with one of these cards, to appreciate its value, in the ease with which he moves from point to point without detention or embarrassment during the prevalence of epidemic disease. An effort has been made to induce the State Boards of Health of our sister States to place a similar plan in operation, but as yet nothing has been done. It is probable that there will be a conference of State Boards of Health somewhere in the South shortly, when this matter will doubtless receive more attention.

SANITARY APPLIANCES.

Several formaldehyde generators have been acquired by the Board in the year just closed; one being now retained at Pensacola, one at Fernandina, and the third at Tampa Bay Quarantine Station. These autoclaves were purchased for disinfection practiced during the yellow fever protective measures last fall, and were almost constantly in operation. The machines are of the large Kny-Scheerer pattern. In addition to which, the Board owns several small formaldehyde lamps, which are kept at different parts of the State, to be used whenever infectious diseases such as diphtheria, scarlet fever, etc., appear and disinfection is rendered necessary. The Board has long promoted preventive measures against small-pox by a free distribution of vaccine virus, and has recently arranged to furnish diphtheria anti-toxin in like manner.

SANITARY NUISANCES.

The Board cannot too often dwell upon the subject of Sanitary Nuisances so easily created by inattention or carelessness, and so detrimental to the best health interests, and your Executive Officer feels that in his Annual Report he should invite the notice of the Board to this matter, reminding them

that the State Health Officer not only made frequent trips during the year with the view of investigating and remedying alleged unsanitary conditions, but conducted as well a voluminous correspondence in those instances where the judgment of the Board's County Representative was investigated. The Board should invite general attention to the Sanitary Nuisance Act passed by the Legislature of 1895. Every physician in Florida should be a health officer and sanitary detective, and exercise himself in locating unsanitary conditions with a view of improving the same, and seek the aid of the State Board whenever necessary. All who desire to advance Florida's healthfulness should possess a copy of this law, as well as the Rules and Regulations of the Board. The Board has had a large number printed and will gladly send copies to those who apply. Among the more troublesome nuisances was the adjustment of the alleged insalubrity of certain localities in San Antonio, Pasco county, by reason of the proximity of a burial place; a complaint respecting certain "silos" maintained within the corporate limits of Tallahassee, Leon county; the bettering of a neighborhood in or near the town of Cedar Key, Levy county, by the draining of a large pond near the railroad bed; the general cleaning up of Pablo Beach, the health resort near Jacksonville; the annoyance from dead stock killed along the Belt railroad on the F. C. & P. system near and just without the corporate limits of Jacksonville; the Maria Sanchez Creek improvement at St. Augustine; the question of sewerage at Daytona, also at Miami, to which town the State Health Officer made several trips, and the investigation of the potable water used at Lake City, Columbia county. The correspondence and reports of each of these instances are available for reference.

COUNTY SANITARY AGENTS.

In addition to the County Sanitary Agents heretofore appointed and confirmed, the Board commissioned Dr. B. B. Blount, of Arcadia, DeSoto county, to fill the vacancy occasioned by the resignation of Dr. L. S. Smith, who resigned to accept the post of Medical Officer at the Charlotte Harbor Quarantine Station; and Dr. W. D. Bush, of Leesburg, who was engaged to supply the place of Dr. J. T. Green, the former agent for Lake County, who moved to another part of the State. It is expected that these gentlemen will keep themselves and the State Board of Health well informed of the general health and sanitary condition of the different sections of their respective counties, and will do all they can to

aid and promote the cause of public health. They are the State Health Board's only representatives, and to them is at once referred all matters of local interest demanding investigation and remedy. They will exert their influence towards having the Rules and Regulations of the State Board of Health observed, and endeavor to personally encourage a sentiment in favor of vaccination and revaccination, particularly school children and factory operatives. They report to the office of the State Board of Health as often and in as full and detailed a manner as possible on the general health, sanitary necessities, hygienic conditions and like matters bearing upon the public health of their counties. In the case of any reports of suspicious quarantinable contagious sickness they at once investigate the same, report by wire to the State Health Officer at Jacksonville, Florida, isolating the patients and premises when necessary. They never, however, exercise the authority of quarantining against diseases appearing outside of their county jurisdiction without the consent of the State Health Officer. Persons from localities declared by the State Board of Health to be infected with a quarantinable contagious disease are sometimes placed by them under surveillance, and are forbidden under penalty of arrest to leave their premises, or to hold communication with any one until the incubative period of the suspected disease has elapsed. The desirable qualities in a health officer are firmness, decision, self-possession and good judgment, and these, if linked with kindness, attention and carefulness in detail of work, can never fail to inspire confidence without which a health officer's work will be barren of good results. "Give every man thine ear, but few thy voice" is the excellent advice invariably given them, and they are charged to pay respectful attention to all complaints and listen to all rumors, but be slow to make decision before carefully and calmly weighing all facts. And in all times of suspicious or epidemic sickness at home or abroad are counseled to maintain a calm head and cool deportment, to discourage any inclination to indulge in mysterious nods, whisperings and secret meetings, which but tend to create distrust instead of confidence, and alarm the timid and nervous.

The following gentlemen now compose the corps of physicians who serve the State as County Health Agents, and to whose diligence in enforcing the Rules and Regulations, and painstaking efforts to improve the sanitary condition of their several sections, much of the good health of the past year may be attributed:

COUNTIES.	NAME.	ADDRESS.
Alachua.....	Dr. R. A. Lancaster	Gainesville.
Bradford.....	Dr. E. L. Stewart	Starke.
Citrus.....	Dr. J. D. Bennett	Crystal River.
Columbia.....	Dr. W. R. Chalker	Lake City.
Dade (Lower).....	Dr. J. M. Jackson, Jr.	Miami.
Dade.....	Dr. R. B. Potter	West Palm Beach.
DeSoto.....	Dr. B. B. Blount	Arcadia.
Duval.....	Dr. R. H. Dean	Jacksonville.
Franklin.....	Dr. J. D. Rush	Apalachicola.
Franklin.....	Dr. T. S. Anderson	Carrabelle.
Gadsden.....	Dr. Geo. W. Lamar	Quincy.
Hamilton.....	Dr. J. D. Hanna	Jasper.
Hernando.....	Dr. S. Stringer	Brooksville.
Hillsborough.....	Dr. L. W. Weedon	Tampa.
Jackson.....	Dr. Theo. West	Marianna.
Jefferson.....	Dr. Theo. Turnbull	Monticello.
Lake.....	Dr. W. D. Bush	Leesburg.
Leon.....	Dr. Henry Palmer	Tallahassee.
Levy.....	Dr. R. T. Walker	Cedar Key.
Manatee.....	Hon. E. M. Graham	Braidentown.
Marion.....	Dr. W. V. Newsom	Ocala.
Monroe.....	Dr. C. B. Sweeting	Key West.
Nassau.....	Dr. J. L. Horsey	Fernandina.
Orange.....	Dr. R. L. Harris	Orlando.
Pasco.....	Dr. N. A. Williams	Dade City.
Polk.....	Dr. F. M. Wilson	Bartow.
Putnam.....	Dr. C. E. Welch	Palatka.
St. Johns.....	Dr. C. A. Dunham	St. Augustine.
Santa Rosa.....	Dr. C. E. McDougall	Milton.
Suwannee.....	Dr. H. F. Airth	Live Oak.
Volusia.....	Dr. H. E. BuBois	Fort Orange.
Walton.....	Dr. C. A. Landrum	DeFuniak Springs.
Washington.....	Dr. F. C. Wilson	Chipley.

RECOMMENDATIONS.

That knowledge which is derived from experience is generally the most beneficial. This might almost be accepted as an axiom so universally is it observed in a business way and in dealing with every phase of life. When the Rules and Regulations of the Board were revised at the last annual meeting it was thought that as the subject of health management and every requirement necessary for an efficient protective system of quarantine and sanitation had been provided for, and that the Regulations had been so simplified and condensed

that no additional legislation by the Board would be necessary for some time to come, but the lessons of the past summer following an intimate relationship with commerce indicates certain necessary additions, and it is therefore recommended:

First. That the disinfection and detention of vessels from infected ports or places arriving at any port or harbor of Florida between November 1st and May 1st of any year (winter quarantine season) be authorized whenever in the opinion of the State Health Officer it may be demanded as a protection against introduction of contagious diseases into the State. Quarantine measures to be intelligently operated should be conducted upon common sense principles and good judgment, and should admit of discrimination. There is marked difference in the liability of the infection of an iron vessel and a wood one, and particularly if the latter is old and has been trading for years in Southern seas, and has had at any time epidemic sickness on board, or if a vessel trading with an infected port and a port in Florida manned by a crew immune to yellow fever there should be a difference in its time of detention, and in quarantine restrictions, as there is certainly a difference in the degree of danger involved. Again, temperature conditions in the winter should materially influence the treatment of vessels from tropic seas or infected ports during that season of the year. The climatic conditions of Florida are not the same each winter, nor is the temperature maintained at a fixed degree, or below a danger point during the entire winter months, neither is the temperature uniformly the same over the State at any time. At Pensacola and Jacksonville the thermometer may and does read 50° and below, during January and February, while it is 75° to 80° at Key West. Therefore there should be a different treatment of vessels arriving from Havana and other foreign infected ports under those conditions of climate at Pensacola and Jacksonville and Key West. At the former places atmospheric conditions would render the spread of yellow fever exceedingly improbable—even if a case should develop on ship-board—but at Key West, with a summer temperature prevailing almost the entire year, a case of yellow fever so introduced would find favorable climatic conditions for its spread. Indeed, one of the most disastrous epidemics occurring at Key West was during the month of December when the United States garrison under the command of Captain Israel Vodges suffered greatly. It can therefore be understood from this presentation of facts and conditions likely to arise that quarantine restrictions for Florida should be flexible, and in a manner, discretionary with the judgment of the Execu-

tive Officer, who is especially charged by the Board with the execution of its Rules, if they would be intelligent and not unnecessarily arbitrary in their enactment. Conditions demanding closest scrutiny and attention to every detail in maritime sanitation during the entire year at Key West may be slightly altered at Tampa, and very materially changed for Pensacola during four or five months in the winter. Thus, it appears, if the Board insists upon fixed and non-changable rules except by its permission that quarantine requirements for the State should—in order to be sensible in operation—be duplex in ordinances, and depend upon conditions rather than too strictly upon designated seasons. It is well that this matter should be carefully considered and discussed by the State Board at this meeting.

Second, Additional provision should be made prohibiting any trespassing on quarantine grounds, buildings, or within lines establishing a quarantine anchorage.

Third, provision should also be made for a relief of a condition of affairs such as existed during the prevalence of yellow fever in the neighboring States of the South, when the State Health Officer being at Pensacola and remotely distant from the President of the Board, was compelled through the necessities and exigencies of the occasion, to assume discretionary authority in the matter of expense, and framing of emergency regulations, such as are not specifically enumerated either in the State Statutes or the Rules of the Board. For a State Health Officer to have to delay action in many, if not all, of the numerous cases affecting the protection of the western border of the State from invasion of yellow fever at that critical period, to consult either by wire or mail with the President of the Board with imperfect understanding of necessities by him, necessarily resulting from contracted means of communicating ideas would have defeated the very object sought to be obtained, namely a prompt action, and thereby prevention of disastrous consequences to the health of the State. Either the Board must be in continuous session in such emergencies to direct plans, or the Rules should be so formulated as to clothe the Executive Officer of the Board with plenary power at such time, and not to place him in the embarrassing position of knowing full well what should be done, feeling his responsibility to the people of the State, who are expecting him to act and act promptly, and yet denied by the Board the discretionary power to meet emergencies unprovided for, and, it may be said, almost always unexpected.

Fourth, Rule 28 relating to the duty of town and county authorities respecting the proper burial or cremation of the

dead should be enlarged by the addition of a proviso prohibiting any decedent to be interred without a certificate of death from a duly licensed physician, coroner or other legal authority. It is learned that there is no criminal or other statute in Florida covering this point and that outside of some few of the larger cities which have municipal ordinances on the subject there is nothing to prevent the burial of the dead without some certification as to cause and date of death. Rule 28 might be improved by adding "And no decedent shall be buried or cremated, except in an emergency, without a certificate in the prescribed form from a duly licensed physician, coroner or other legal authority, which certificate shall show the cause and date of death." Such an addition to the Regulations would be conducive to better methods in these matters outside of the centers of population where its operation is sadly needed, and would tend as a safeguard against crime and contribute to a better regulation of vital statistic collection and preservation in Florida.

Fifth, The maritime quarantine regulations are defective, in that there is no provision covering vessels arriving from a foreign infected port in the winter season in good sanitary condition—i. e. clean and otherwise unobjectionable, but having had a case of one of the quarantinable diseases mentioned in Rule 79 on board. It is true that where a history of the vessel shows such an instance she might be claimed to be in an unsanitary condition, though mechanically clean, but it is recommended that this obscurity be removed, and it is therefore suggested that Rule 82 be amended.

PROPOSED UNITED STATES TREASURY DEPARTMENT CONTROL
OF STATE HEALTH MATTERS—SENATE BILL 2680.

The subject of national control of health matters is demanding much attention at this time from the press and from sanitists of the country who are discussing the question from the relative standpoints of needful State and Federal supervision. As pointed out in previous reports, where this question has been treated, the tendency to centralization of power in sanitary work has been persistently advocated by the Surgeon-General of the Marine Hospital Service, with the apparent hope of increasing his authority and thus elevating him to a position of sanitary control for the whole country. It is not surprising that taking advantage of the confusion in health regulations which prevailed in the States infected with yellow fever during the past autumn, he should seek to divert attention from the administration of his own service by pointing out the defects of health management in the States affected,

and urge upon Congress the necessity for remedial measures to restrain such commercial chaos which always attends upon the announcement of epidemic disease. It can be said with truthful positiveness that some of the methods introduced by the Marine Hospital Service, or by the authority of the Supervising Surgeon-General of that service, were injudicious and however honestly intended, had as much if not greater effect in creating panic and commercial disaster in the States of Louisiana, Mississippi, Alabama and Texas during the past autumn, than did a failure to maintain proper regulations by the various State Boards of Health of those States, a failure which it is but justice to those Boards of Health to say, was due to the defectiveness of State statutes upon the subject, and not to any disinclination or indifference on their part to act. To prevent a general upsetting of business, and, in many instances, inhumanity, such as followed upon the announcement of yellow fever in several sections of the Southern States this year, and to provide a remedy against future occurrences of this nature, does not lie in nullifying State obligations and responsibilities by substituting Federal supervision and super-sedence of authority. It is faith in an ability to recognize disease (speaking now of yellow fever) and power to control it when met which begets confidence by keeping the public in constant and sympathetic touch, and makes it possible to allay panics and prevent commercial stagnation. Any one who will carefully study the problem of prevention of contagious disease introduction and suppression of cases as they arise, and before an epidemic of the same ensues, cannot fail to be impressed with these facts: First, that it is a State duty to provide adequate legislation for the purpose. Second, experienced and conservative men only should administer the statutes through and by a well equipped State Health Board.

It is surprising that rather than meet an obligation of self-government and provide for the full and proper protection of the people in respect to their lives, health and property, that there should be found some of the representatives of the people willing to shirk these obligations in favor of a Federal Supervision, which can never as effectively direct the health affairs of a State as the State itself can do through its own officials. And it is also amazing that in so doing these representatives should forget their State pride, and thereby acknowledge a possible lack of ability, intelligence and experience for this peculiar work among their own citizens.

Quite lately there has been introduced into the United States Senate by the Hon. Don Caffery, of Louisiana, a measure which, if enacted, will place all health control of the State

under the absolute authority of the Supervising Surgeon-General of the United States Marine Hospital Service. In other words, it seeks to make the Supervising Surgeon-General the health dictator of the United States, against whose mandates there is provided no right of appeal, and who is controlled in his acts by no provision of law, and is as unfettered in the exercise of his power as is his ambition to rule.

The people of the United States, and particularly the Southern section of the Union, should protest against this proposed measure as an invasion of the reserved rights of the people of each State of the Union, as curtailing their powers of self-government, as destructive of their inherited liberties and the autonomy of State health government; as violative of their Constitutional rights, and as antagonistic to Article IV, Section 4, of the Constitution of the United States, providing that the Federal Union shall "guarantee to every State a republican form of Government," the very thing the Caffery Senate Bill is calculated unquestionably to eventually undermine and destroy.

The guardianship of the public health within a State is a domestic duty, a police power, emanating immediately from the people who are most directly affected by and concerned in its administration, and can not constitutionally, or with safety, efficiency, economy or discrimination, be conferred upon a Chief of a Bureau at Washington, remote from the scene of action, himself often foreign to the climate, its people, their diseases and the most enlightened method of treating the same.

This duty is one of the police powers of a people; as in preserving the peace, lives and property of the people, their education and all measures in the administration of their domestic affairs, conducive alike to their security in life, health, property and happiness; in a word, all their rights which the State government is to administer and defend, and which are severally retained by the States according to the Federal compact.

During the late epidemic of yellow fever in Louisiana and other Gulf States it was demonstrated that an efficient State Board of Health can preserve the public health within the State, and maintain undisturbed the commercial and social intercourse among the people, unhampered and unimpaired, thus insuring the security, tranquility and prosperity for which governments are instituted by a free people in their own behalf. In the late epidemic wherein the United States Marine Hospital Service figured so prominently, the proportion of service rendered by this Federal Bureau as compared with the

service rendered by the local authorities, and the medical faculty generally, was about one to ten. There is reason to believe that had there been no United States Marine Hospital Service at Ship Island, undertaking quarantine service, for which it was not originally organized, the State of Mississippi and contiguous States would have fully guarded the Mississippi Valley from invasion from the West Indies and South and Central American ports. There is no proof that Ship Island, in the hands of the United States Marine Hospital Service, did not through inadvertence admit yellow fever into Mississippi, and we have proof that the disastrous yellow fever invasion of 1888 in Florida was due to the careless administration of the detention camp at Egmont Key in 1887, while in charge of Dr. Heber-Smith, an appointee of the United States Marine Hospital Service, and although the case which conveyed infection from Ship Island cannot at this time be particularized, this does not argue that the disease was not introduced from this source; for conviction frequently follows circumstantial and presumptive evidence.

The people of the States of the American Union ought to be free to protect themselves. If they resign their rights to depend upon Federal care in their domestic concerns, what guarantee have they that their local interests will be well served? Against blunders, what protection? Against partiality, what recourse? Against injustice, what remedy? Are the people to surrender the care of their back yards and water closets to Federal inspectors? Once relieved of the main responsibility, what assurance has the Federal Government of State aid and cooperation in sanitary supervision? The present status compels the State to guard the public health, the Federal arm, in emergencies, and at all times cooperating. But what if the United States assumes the charge? Will the unwilling States cooperate? Or is the general government preparing for the mustering and maintenance of an expensive local health police—an army of sanitarians that, like the locusts in the field, may eat up our substance and usurp our liberties! The powers of supervision emanating directly from the people can be held by the people as responsible. There is the power of appeal of the people to the people in their Legislatures, but there is no appeal possible to a Federal Bureau Chief, whose powers under the Caffery Bill are arrogant and without bounds. The will of a tyrant is not more unfettered. At best health laws are offensive in emergencies and calculated to arouse antagonisms as affecting material interests of the people, even when considerately administered by the local authorities, who, answerable to them for the exercise of their

duties, readily placate the people, by pointing out to them that the laws which are administered, however objectionable, are their own acts, and by them may be amended and mitigated. The very essence of self-government is thus preserved and the steady advance of the people in health enlightenment follows as surely as the light of day follows the darkness of the night.

When the Republic in its administrative policy ceases to be educational it becomes tyrannical. It says *you must* instead of *you should*. Already the Federal government is burdened with the cares of the vast Republic, which is constantly expanding as new States enter the Union, while the States with their fixed boundaries, growing denser with population, nearer approach the family government and control, which our fathers recognized as essential to the progress of a great people, in local control *with* general supervision, not local control *and* general supervision, for if general supervision is to include local control also, then the States might as well surrender their prerogatives, and cease to retain their autonomy as co-equal States of the American Union.

Not too often can the fact be dwelt upon that domestic concerns can be best administered by home agencies, hence the jealousy with which the States made reservation of all powers not specifically enumerated as grants to the Federal Government.

In a republican form of government legislation and executive administration are in their hands distinguished as wholly averse to one man power, to a surrender to the limitations of one brain vast interests, where life, liberty, business interests, prosperity and happiness are alike involved. To trust to the partialities, biases and prejudices of an autocratic Bureau Chief will certainly be a novel as well as retrograde movement on the part of the great American people, over which the world may alike wonder and lament. There is absolutely no check proposed to the power of the Chief of the United States Marine Hospital Service in the proposed law. It is really the most autocratic measure ever introduced into an American Congress. There is no advisory council proposed, nor division of authority but a quasi-military power, fastening its invidious grasp upon the private concerns of a people, under the plea of serving the public health.

The argument presents itself that quarantine is a Federal prerogative exclusively, but unless it is admitted that the Federal power extends to all sanitary supervision within the States this can not be maintained. At all ports of entry municipal authority prevails and the people of the State enter there into

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commercial relations with other peoples, or with the people of their country residing at other ports. These municipalities, the creatures of the State, are evidently entitled to the protection of the State, for it is a fundamental law that the power to create involves the responsibility to nurture and protect, and how much nurture and protection could the port municipalities receive from their mother, the State, if these children, born of her, be left to the tender mercies of a Bureau Chief at Washington, whose agents, answerable to him alone, command virtually the commerce, the health, and, it might be, the liberties and lives of these people.

The present law is adequate for Federal protection of public health. It is co-operative. If any change be made, a department of public health with an advisory board representing the health interests of the respective States, as has been proposed, is all that is desirable and now necessary.

But it is not my wish to discuss this any further in detail. It is believed that the people of Florida are ready and willing in the future, as has been manifested in the past, in their calling for aid when needed, to grant and accept co-operation, to reciprocally labor for the common behalf, for the people of Florida, and for people in transit, and for the general health of the people of the country, and they do solemnly protest against the enactment of Senate Bill 2680, or any similar measure into law.

The reasons and arguments against absolute Federal supervision and control may be summarized as follows:

First, It has been amply demonstrated by the continued advance in quarantine and sanitary administration that the States assuming the guardianship of the public health are entitled to the aid and support, as at present, by cooperation of the Federal Government.

Second, That there is nothing in the past to establish the capacity of the United States Marine Hospital Service to singly perform the duties now operated by thirty-five State Boards of Health, now operating each in behalf of the people of their respective States, without friction and without charge to the Federal Government, and through local officials familiar with local disease, and with the localities involved, and with local experience best fitted to meet the local requirements, and who better know the habitat of the disease, being on the spot, than one in authority, remote, who still directs, seeing with other eyes than his own and hearing with his subordinates' ears. This is a comparative disability that cannot be overcome.

Third, The Caffery Bill invites a hazardous experiment since if undertaken in disregard of the sentiment of the peo-

ple of the States—they withholding their aid locally and generally—it will involve the general government in a great outlay of money, through the cost of necessary details in inspection and in a more frequent liability to epidemics, which may be assumed from the facts.

Fourth, On what grounds can a Secretary of the Treasury be invested with power to formulate health regulations and control quarantine? What connection has the science of sanitation with the collection of the Federal revenue? Is not the bill thus framed a subterfuge to empower a Federal Bureau Chief to make and establish the health regulations of the people of the States of the American Union? And is it not thus calculated to belittle sanitary and quarantine science to private ends and to personal aggrandisement, than to ennoble it with an enlightened care and distinguished administration? And,

Fifth, Is the Congress of the American people thus to enter untried upon a questionable hygienic and sanitary experiment, and upon a doubtful, if not positively dangerous, political policy, which two widely important considerations will disclose results wide spread and far reaching, and, as well may be assumed, to be disastrous, simply to serve personal ambition.

CONCLUSION.

Before closing this statement of the year's transactions as State Health Officer, I wish to thank the Board, and especially the President, with whom I have had close official and personal relations, and each and every agent of the Board, for the assistance rendered me in the arduous and trying work of the year—responsible and weighty each season, but more so this year on account of the peculiar conditions which threatened the health of the citizens of Florida, from the Southern, Northern and Western borders of the State. To the confidence reposed in the Executive Officer of the Board, and the loyal support given him, is due the success which has crowned the efforts of the Board, without which failure would very probably have resulted. Therefore due honor and credit of maintaining the State's reputation for health may be shared by each member of the Sanitary Corps of the State, and the State Health Officer is both happy and pleased to thank them in this public manner and record this testimonial of their faithful administration and efficiency in the sections of the State especially assigned to their supervising care.

Respectfully,

JOSEPH Y. PORTER,
State Health Officer.

**Missing
Year(s)**